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Staffing/Development Complement  
Concept  
for  
Manpower Control

Initial Installation  
Office of Communications  
Deputy Director  
(Support)

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ATTACHMENTS

I. Specimen Standard Forms 52:

A. Actions into Development Complement:

- A-1 Reassignment from Staffing Complement
- A-2 New Appointment

B. Actions within Development Complement:

- B-1 Change in Category (Reason)
- B-2 Change from V to UV Funds
- B-3 Promotion

C. Actions out of Development Complement:

- C-1 To Staffing Complement
- C-2 To another Service
- C-3 Resignation

II. Office of Personnel - Personnel Action Processing Procedures:

D. Actions scheduled for Staffing Complement processing.

E. Actions scheduled for Development Complement processing.

F. Development Complement Category Changes.

G. Separation actions for Processing Against Staffing or Development Complement

H. Development Complement Coding Sheet

I. Development Complement Incumbency Listing

J. Recording Steps Required for Development Complement Actions.

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- I. PURPOSE: To outline the plan for the installation of the Staffing/Development Complement concept of manpower control in the Office of Communications, as directed by the Career Council.
- II. OBJECTIVES: The Staffing Complement/Development Complement concept for manpower control is devised to achieve the following general objectives:
- a. To require the preparation of a staffing proposal which is realistic in relation to the work burden of the Office.
  - b. To identify personnel actively and directly contributing to the performance of the mission and any other personnel not so assigned, with the reasons therefor.
  - c. To relieve activities from carrying non-productive personnel on their work burden T/O's.
  - d. To obtain more complete cost information.
  - e. To provide, within the framework of established position evaluation principles, greater flexibility in the movement of personnel within the approved ceiling.
  - f. To accomplish a reduction in paper work and time delays inherent in the former T/O system.
  - g. To reduce to a minimum the controls to be exerted by the Management/Personnel/Comptroller elements in the internal management of positions and personnel.
- III. DEFINITIONS OF TERMS: It is necessary to establish a common understanding of certain words, phrases and titles associated with the Staffing/Development Complement concept:
- a. Table of Authorization: The authorized ceiling for staff employees, staff agents, and detailed military and civilian personnel. It comprises the Staffing Complement and the Development Complement, within which the total personnel on board will not exceed the authorized ceiling.
  - b. Staffing Complement: The total authorized positions, detailed by organizational structure, position number, occupational title, grade, and service designation, approved for an organizational component, Office of Communications, to enable it to accomplish the work burden of its assigned mission.
    - (1) This Complement will consist of those individuals actually and actively engaged in the performance of the mission. Individuals not so engaged will be transferred to the Development Complement of their parent Career Service.

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- c. Development Complement: A holding device to enable the parent Career Service to administer the recruitment and initial training of new employees, to train and process personnel for rotation, and to account for individuals not properly chargeable to a Staffing Complement.
- (1) The following general categories of personnel will normally be assigned or transferred to the Development Complement of their parent Career Service and will remain in the Complement until reassigned. Transfers in and out of the Complement will be by formal personnel actions. Change in status within the Complement may be reported by an informal document.
- (a) New employees whose initial orientation and training will exceed thirty (30) calendar days from their EOD date.
- (b) Returnees from overseas assignments (PCS) who either (1) have not been assigned to a specific headquarters Staffing Complement position or (2) if so assigned, will be required to enter upon a training schedule exceeding thirty (30) days, or (3) are confronted with some other "hold" action exceeding thirty (30) days duration which would prevent actual performance of duty in a new assignment.
- (c) Overseas Assignees upon actual release from headquarters Staffing Complement assignment for the purpose of processing and training, if in excess of 30 days prior to actual departure, or at the time that an individual ceases to function in his present headquarters assignment.
- (d) Persons transferring (PCS) from one overseas assignment to another, with TDY in headquarters for the purpose of taking "home leave", if and when it is evident that training requirements, medical or security holds or other unforeseen circumstances will extend the TDY status in headquarters beyond thirty (30) days exclusive of "home leave".
- (e) Persons assigned to the Staffing Complement who are selected to engage in full time Agency or external training for continuous periods exceeding thirty (30) days.
- (f) Persons formally detailed to duty outside the Agency, if the Agency will continue to pay all or part of their salaries.
- (g) Any employee not properly assigned to an authorized Staffing Complement position.
- d. Annual Planning Paper: A document, prepared at yearly intervals by the Office of Communications, to reflect the calculated requirements for the coming year for staff employees, staff agents and detailed

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military and civilian personnel deemed necessary to carry out the assigned mission. The document will reflect the organizational structure and the numbers, types and grades of positions required.

- (1) An Annex will be prepared to list, by organizational element, those supplemental positions, by titles and grades, not included in the basic document, for which there is reason to believe a need may develop during the year.
- e. Limited Positions: Those positions on which there are restrictions as to the number of incumbents who may be assigned to each such position. (See Sect. IV)
  - (1) These limitations do not preclude overlapping incumbency.
- f. Flexible Positions: Those positions which are subject to multiple occupancy at the discretion of the Office of Communications, provided such multiple occupancy does not exceed ceiling and budgetary limitations and is justified by the current work burden. (See Sect. IV)
  - (1) This flexibility feature will not be utilized to circumvent normal classification principles.
- g. Supplemental Positions: Those position titles, with grades, approved in the Annex to the Annual Planning Paper as being potentially desirable and which, within ceiling and budgetary limitations, may be utilized at the discretion of the Office of Communications, based on work burden justification. (See Sect. IV)
- h. Position Control Register:
  - (1) A monthly machine listing prepared by the Office of Personnel to reflect, by organizational breakdown, the incumbency status of the Staffing and Development Complements, plus a listing of applicants in process:
    - (a) As to Positions - the position number, title, occupational code, grade and service designation will be shown.
    - (b) As to Incumbents - the name, occupational title, code, grade, position number and service designation will be shown.
  - (2) This Register will be annotated to reflect those positions on the Staffing Complement over which there is an occupancy limitation. Positions not so annotated will be subject to the flexibility provisions of the new system.

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i. Development Complement Incumbency Listing:

- (1) A monthly machine listing of the names of individuals currently in the Development Complement, to show the following categories:

Appointees (in initial training)  
Casuals (in and out)  
Holds (of all kinds)  
Training (Staffing Complement personnel)  
Detailed Service  
Other

- (a) Under each category will be listed the:

Incumbent  
Occupational Title and Grade  
Service Designation  
Date of Transfer to Complement  
Allotment Number

IV. POSITION FLEXIBILITY FEATURES:

- a. The new concept of manpower control provides the Office of Communications with greater flexibility, within ceiling and budgetary limitations, in the utilization of personnel in relation to workload requirements, and with a corresponding reduction in paper work. This is accomplished as follows:

- (1) An Annual Planning Paper will be developed by the Office of Communications in coordination with representatives of the Office of Personnel, the Office of the Comptroller, and the Management Staff, to reflect, as on former T/O Requests, the organizational structure and the numbers of positions, by titles, grades, etc., estimated to be required during the coming year. In this Paper, the number of positions, i.e., the T/O, will equal the authorized ceiling. This Paper will be presented for the concurrence of the Office of Personnel, the Office of the Comptroller and the Management Staff, and for approval by the Deputy Director (Support).

- (a) Representatives of the Office of Communications, the Office of Personnel and the Management Staff will jointly identify those positions hereafter referred to as "Limited", and will annotate the Paper to reflect these limitations. Other positions with no limiting number shown and hereafter referred to as "Flexible", will be subject to multiple occupancy, in relation to workloads, at the discretion of the Office of Communications, if within ceiling and budgetary limitations.

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- (2) An Annex to the Annual Planning Paper will be prepared to indicate those additional position titles and grades for which the Office of Communications believes there may be a requirement during the year. Activation of these positions, hereafter referred to as "Supplemental", will simply require that the Office of Communications inform the Office of Personnel of the need and request that the position be reflected on the Staffing Complement. Such positions do not constitute additional ceiling or budgetary authorizations.

V. RESPONSIBILITIES: Responsibility under this concept is as follows:

- a. Office of Communications is responsible for:
- (1) Developing the Annual Planning Paper and Annex.
  - (2) Maintaining necessary personnel ceiling and budgetary controls.
- b. The Head of the Career Service is responsible for:
- (1) The proper utilization, reassignment and/or disposition of personnel assigned to the Development Complement.
    - (a) Every effort will be made to assure that manpower is retained in this status only for the minimum time necessary to accomplish the purpose for which the individual was placed in this category.
- c. The Deputy Director (Support) is responsible for the review and final approval of the Annual Planning Paper and Annex, and for periodic review of the Staffing and Development Complements.
- d. Chief, Management Staff, is responsible for:
- (1) Providing staff assistance to operating officials in the development of the Annual Planning Paper and Annex.
  - (2) Examining such proposals as to soundness of organizational structure, functions and procedures.
  - (3) Making final recommendations as to manpower and the numbers and types of personnel requested in Planning Papers, including the preparation of recommendations for appropriate action by the Deputy Director (Support).
  - (4) Reviewing all manpower utilization periodically to determine its relevance to current requirements and for coordinating such findings as necessary with other Offices concerned.

(5) Developing, with the Office of Personnel, specific procedures to assure the expeditious processing of Staffing Complement and Development Complement proposals.

e. The Comptroller is responsible for:

- (1) Providing staff assistance to operating officials in the preparation of Annual Planning Papers as to budget, fiscal and related matters.
- (2) Reviewing final Planning Paper.
- (3) Maintaining appropriate budgetary records and controls.

f. The Director of Personnel is responsible for:

- (1) Providing staff assistance to operating officials in the development of Annual Planning Papers.
- (2) Evaluating positions, including proper identification of such positions by Career Service and as to flexibility.
- (3) Maintaining appropriate records and disseminating necessary statistics thereon.
- (4) Approving the qualifications of persons and the documentation incidental to assignments.

VI. PROCEDURES:

a. Annual Planning Paper:

- (1) Office of Communications will:
  - (a) Develop an Annual Planning Paper setting forth the calculated requirements, by organizational element, for positions, by titles, grades and Service designations, needed to establish the Staffing Complement. It will accommodate the placement of staff employees, staff agents and detailed military and civilian personnel necessary to perform the approved mission. The number of positions will equal the authorized personnel ceiling. The Paper will be supported by the necessary justifying documentation.
  - (b) Prepare an Annex which will list, by organizational element, those supplemental positions, by titles and grades, not included in the Annual Planning Paper.
  - (c) Prepare the Paper and its Annex on reproducible masters and produced in sufficient copies to permit simultaneous processing.

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- (d) Submit the Paper and its Annex, in twenty (20) copies, to Chief, Management Staff.

(2) Chief, Management Staff will:

- (a) Provide staff assistance to Office of Communications during the development of the Annual Planning Paper and Annex.
- (b) Coordinate with representatives of the Office of Personnel to identify "limited" and "flexible" positions and to approve position titles reflected in the Annex.
- (c) Review the Paper and Annex when presented in final form, obtain concurrences of the Comptroller and the Director of Personnel, and submit the completed package to the Deputy Director (Support).
- (d) Periodically review Staffing and Development Complement utilization.

(3) Director of Personnel will:

- (a) Provide staff assistance to the Office of Communications during the development of the Annual Planning Paper and Annex.
- (b) Coordinate with the Management Staff to identify "limited" and "flexible" positions and to approve position titles reflected in the Annex.
- (c) Review Paper when presented in final form.
- (d) Periodically review Staffing and Development Complements.
- (e) Maintain records to produce a monthly Position Control Register and Development Complement Incumbency Listing.

(4) The Comptroller will:

- (a) Provide staff assistance to the Office of Communications during the development of the Annual Planning Paper and Annex.
- (b) Review Paper when presented in final form.
- (c) Maintain appropriate budgetary records and controls.

b. Personnel Actions:

(1) Office of Communications will:

- (a) Initiate Requests for Personnel Action in each instance of action affecting personnel in the Staffing Complement or Development Complement.

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- (1) Timing of assignment and reassignment actions will normally be as follows:
- (a) New appointees, if in the Development Complement, will be transferred to the Staffing Complement as of the beginning of the next pay period following the date the individuals begin processing for their assigned positions.
- (b) Returnees from overseas, whether assigned to a headquarters Staffing Complement, another overseas station, or temporarily to the Development Complement, will be transferred from their former overseas assignment at the completion of any authorized interim leave.
- (c) Persons assigned to overseas stations from headquarters Staffing or Development Complements, with no extensive training involved, will normally be transferred as of the beginning of the last pay period prior to actual departure.
- (2) Indicate on each Request for Personnel Action transferring a person into a Development Complement, in the Remarks space, the reason for the transfer:

Appointee - during initial training  
Casuals - In or Out  
Hold - All types  
Extended Training - given Staffing Complement personnel  
Detailed Service  
Other - specify.

Note: Specimen SF 52's attached.

- (b) Inform the Office of Personnel by informal memo of any significant change of category of individuals while in the Development Complement, e.g., Hold to Casual, Extended Training to Casual, etc.

c. Position Actions:

(1) Office of Communications will:

- (a) Submit a request and justification to the Management Staff for any alteration to the approved basic Planning Paper.
- (b) Activate or deactivate approved Supplementary Positions by an appropriate request in the Remarks space of the SF 52 effecting transfer of the individuals involved.

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d. Budgetary Actions:

(1) Office of Communications will:

- (a) Retitle Allotment Number 6-7993, now called "Recruitment and Rotation Pool", to "Development Complement" and charge to this allotment:
  - (1) Personnel recruited for overseas service, destination unknown. (See Sect. III-c-(1)-(a)-"New Employees".)
  - (2) Personnel released from a Staffing Complement position, either headquarters or overseas, next assignment unknown. (See Sect. III-c-(1)-(b) and (g).)
- (b) Charge other personnel transferred to the Development Complement to the Allotments of either their former or projected assignments, based on the suggested timing schedule expressed in Sect. VI-b-(1)-(a)-(1).
- (1) Reflect on the Request for Personnel Action transferring personnel to the Development Complement the Allotment Number to be charged.
- (c) Calculate from the Development Complement Incumbency Listing, the total dollar cost of all non-productive time represented by incumbency in the Development Complement, and sub-totals for the individual categories shown in Sect. III-c-(1).
- (2) The Joint Task Force concerned with this installation will use the experience factors accumulated above (par. d-(1)-(c)) as yardsticks in evaluating the System and in planning its extension to other Agency components.

e. General:

(1) Office of Communications will:

- (a) Maintain a system for accounting for Communications positions, personnel and funds.
- (b) Transfer funds, as required, to the Development Complement Allotment. (Experience with this application will provide a basis for firm budgetary procedures for this Complement.)

f. Registers and Listings:

(1) Office of Personnel will:

- (a) Adjust Office of Communications position and personnel records to conform to the Staffing/Development concept.

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- (b) Process all personnel actions under normal procedures.
- (c) Prepare a monthly Development Complement Incumbency Listing, which will reflect:

Name  
Service Designation  
Position Title  
Grade  
Allotment Number  
Date of Transfer to Complement  
Category

- (d) Prepare monthly Position Control Register to reflect incumbency of the Staffing and Development Complements, including a listing of applicants in process.